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NATIONAL FOREIGN ASSESSMENT CENTER

FISCAL YEAR 1980

ANNUAL PERSONNEL REPORT

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Introduction:

The analytical basis for this Annual Personnel Report is the period FY 1976 through FY 1980. The data base was provided both by the Office of Personnel Policy, Planning and Management and the NFAC Administrative Staffs.

In November 1977, the National Foreign Assessment Center was created and its predecessor organization, the Directorate of Intelligence, was abolished. The Deputy Directors during the reporting period are as follows:

Edward A. Proctor
DDI 1971-1976

Sayre Stevens
DDI 1976-1977

Robert Bowie
D/NFAC 1977-1979

Bruce C. Clarke, Jr.
D/NFAC 1979 to present

Events affecting the directorate that will be referred to throughout this analysis are the transfer of the Foreign Broadcast Information Service to the Directorate of Science and Technology and the additions of the Offices of Scientific and Weapons Intelligence to the Intelligence Directorate and the NIO's (NIC) to NFAC. These transfers were effective in November 1976, for the purpose of placing all intelligence production and technical collection of offices in appropriate areas of concern.

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I. On-Duty Strength Trends FY's 1976-1980

The NFAC on-duty strength trend reflects a steady and reasonable growth rate (Figure 1) with a total increase of [] employees from 1976 to 1980. OGSR gained the most, with an increase of [] people. The most discernible growth trend was in the professional category: from [] employees in 1976 to [] in 1980 (Figure 1A). The clerical population fluctuated very little, and at the end of the five-year period there were only [] more clerical employees than at the beginning. The technical population decreased by one employee. The increase of professional employees versus clerical employees represents a growth ratio of more than 10 to 1.

The Agency as a whole has suffered a clerical shortage for a number of years. Most NFAC offices frequently adjusted clerical priorities and personnel. Some components reorganized a number of times and the clerical shortage did not impact as much on them as on others. A case in point: OCI and OPR had a combined total of [] clerical employees in 1976; in 1980, four years after the merger of those offices to form OPA, the clerical total was [] which is very close to their actual requirements. Conversely, OCR experienced a perennial clerical shortage and had [] fewer clericals on board at the end of FY 1980 than in 1976. OCR occasionally overstaffed in the professional category to offset clerical vacancies that could not be filled.

II. Loss Trends, FY's 1976-1980

(N.B. This section addresses losses other than reassignments out, a subject which is discussed in Section IV.)

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NFAC's total loss rate (Figure 2) ranged from a low of 7 percent in 1978 to a high of 10 percent in 1976, 1979 and 1980. Clerical losses generally declined, but professional losses increased.

Losses by resignation in 1980 represented 35 percent of total losses, the lowest rate in the five-year reporting period. Conversely, 1980's retirements accounted for 28 percent of total losses, double the next highest rate of 14 percent in 1979. These two loss categories were undoubtedly affected by the labor market and attractive retirement benefits respectively.

Within NFAC, OSWR and the two preceding offices of OWI and OSI combined, had the highest rate of professional losses by resignation, an average loss of 13 officers per year. Most of OSWR's resigning personnel left to enter private industry at much higher salaries; some also were desirous of a change from research and analysis. OER had the second highest number of resignations by professionals, an average of 8 per year. Both of these offices seek highly specialized persons in a competitive market. OSWR is at a particular disadvantage in recruiting and retaining qualified engineers because of the national shortage and the Agency's comparatively low salary structure as measured against the private sector. We predict their loss trend will continue as long as the competition exists.

Compared with other components, OIA's total loss rate is not alarmingly high, but 36 percent of its resignees were GS-08's and GS-09's who left during the three-year trial period. Qualified imagery analysts are hard to find, and trainees require almost three years of expensive formal and on-the-job training before they are fully productive. OIA's losses by resignation (and

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several others by reassignment) concern us, and we are convinced that the major reason is the office's comparatively low grade structure. We have been working with PMCD on this troublesome matter, and will continue to debate the "single source" classification argument.

III. Gain Trends, FY's 1976-1980

(N.B. This section addresses gains other than reassignments in, a subject which is discussed in Section IV.)

Total NFAC gains exceeded total losses in each year except 1976 (Figure 3); the greatest difference in the two categories occurred in 1977. Gains were at the highest in 1980. For the five-year period, clerical gains fluctuated slightly and professional gains generally rose.

Gains by EOD during the reporting period ranged from 45 percent to 59 percent of the total and rose quite consistently; the highest influx of EOD's occurred in 1980, in spite of the partial hiring freeze. It follows that the rate of gains by other means, such as conversions from part-time to full-time, declined quite steadily and markedly over the five-year period. As discussed in Section I, EOD's of professionals rose at a greater rate than clericals and exceeded them.

Most NFAC offices held their own with gains and losses, but OCR and OSWR had the greatest difficulties approaching authorized strength. Both offices must rely almost exclusively on external recruitment; OCR suffered a consistent clerical shortage, and OSWR had difficulties attracting engineers in a tight and competitive market.

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IV. Reassignments "In" and "Out"

During the first four years of the reporting period, i.e., FY's 1976 through 1979, total reassignments in significantly exceeded reassignments out (Figure 4). In 1980, the figures were nearly equal. The marked increase in both 1977 statistics reflect the transfer of FBIS to DDS&T and of OSI and OWI to DDI.

Since 1978, more than half of the reassignments in and out involved clerical personnel at the GS-07 levels and below. Clericals accounted for an average of 59 percent of total reassignments in, while clerical reassignments out averaged 62 percent. The impact on NFAC components varied. For example, OPA maintained the status quo, but OCR had problems. Most of OCR's requirements are filled by new and junior level employees because the grade structure is lower than in other offices. Better advancement opportunities elsewhere, advertised by vacancy notices, invite losses. In 1976, OCR lost ☐ employees to reassignments; in 1980, it lost ☐ more than double. We do not predict a reversal of this trend.

We are also concerned by the fact that in 1980 twice as many GS-12's and GS-13's were reassigned out as in. Movement in these grades merits watching in 1981.

V. Promotion Trends FY's 1976-1980

There is not a discernible trend in total promotions during the five-year period (Figure 5). The greatest difference occurred in FY's 1978 and 1980, when NFAC promotions increased from 25 percent to 31 percent respectively. Promotions within professional and clerical categories followed the same general pattern; technical employee statistics are too small to be significant.

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Promotions of women decreased in 1977 and 1978 and subsequently increased. The promotion rate of professional Blacks remained quite constant, dropping only in 1978. Promotions of professional Hispanics and Asian-Americans varied from year to year, but the 1980 figures reflect the highest promotion rate in the reporting period.

NFAC has met its minimum promotion goals and has not exceeded headroom in any one year.

VI. Personal Rank Assignment Trend for FY 1976-1980

NFAC instituted a close watch on PRAs and held them to a minimum. In spite of ceiling and personnel increases, NFAC had the same percentage of PRAs to total strength in 1980 as it had in 1976: 1 percent. Most PRAs involved either employees on rotational/developmental assignment to other Directorates or NFAC overseas positions, or positions awaiting PMCD review. In some cases, reorganizations created PRAs which could not be resolved until PMCD audited or surveyed; some are still pending review.

DD/NFAC periodically reviews all PRAs for possible resolution and has instructed all offices to avoid creating PRA situations. In addition, the NFAC Administrative Group is now working more closely than ever with PMCD and NFAC components in an effort to reduce personal rank assignments.

There were four NFAC PRAs which exceeded two years as of the end of FY 1980. One of these was resolved by retirement, and the others are expected to be eliminated as the result of an ongoing office survey and a special audit by PMCD.

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VII. Professional and Technical Counseling Cases

25X1 NFAC reported a total of ☐ professional and technical counseling cases in FY 1980 (Attachment 1), which represents less than 2 percent of the total on-duty strength. The five-year average is the same. The FY 1980 figure is 10 more than FY 1979 but 10 less than 1976. ☐ of the total ☐ FY 1980 25X1 counseling cases were reported in previous years.

VIII. Senior Officer Development Program

25X1 ☐ employees are listed in the NFAC FY 1981
25X1 SODP (Attachment 2). All but ☐ are in grades GS-13 through GS-15, ☐ are 25X1
25X1 women, and ☐ are minorities. ☐ were or are on developmental
25X1 assignment, ☐ within the I Career Service and ☐ in other career services. 25X1
25X1 An additional ☐ people are planned for such assignments in FY 1981. The
FY 1980 developmental assignees included ☐ 25X1

25X1 NFAC identified ☐ positions available in FY 1981 for non-NFAC careerists.

IX. Affirmative Action Impact FY's 1976-1980

Included in this segment of the FY 1980 APR are analyses of Affirmative Action impact in some areas discussed earlier in the report. Comments and statistics previously compiled by the NFAC EEO Staff are incorporated. Those statistics are for the period November 1976-April 1980, but remain pertinent to the total analysis and warrant inclusion.

A. Women and Minority On-Duty Strength

Affirmative Action efforts have impacted on the percentages of minorities and women on board. The minority population increased from 8.5 percent in FY 1976 to 10 percent in FY 1980 (Figure 6). The female population increased from 37 percent in FY 1976 to 39 percent in FY 1980. The

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decline is attributed to the loss of FBIS in 1977; that office's population of Blacks exceeded that of the two gained offices, OWI and OSI. The total Black population has steadily risen since 1977.

B. Conversion/Upward Mobility

25X1 NFAC's Affirmative Action results in the upward mobility area matched goals almost 100 percent. Between 1976 and 1979, NFAC converted an average of persons a year from clerical to technical/professional and technical to professional; NFAC's Advancement Opportunities Program (AOP) accounted for most of the conversions. In 1980, the Agency-wide Opportunities for Career Development Program (OCDP) was instituted, and NFAC's AOP was 25X1 abolished; AOP resulted in conversions to professional or technical status. Only five employees were selected for the OCDP after the end of FY 1980.

C. Hiring

NFAC employed a total of professional minorities in FY's 1979 25X1 and 1980, and we are encouraged that affirmative action efforts are definitely impacting on hiring. Between 1976 and 1980, the percentage of women among all EOD's increased 10 percent (Figure 7). The percentage of minorities remained stable, even though gains by EOD rose 14 percent in the same period. We expect that FY 1981 goals will be met for Blacks and women. Much still has to be done to meet the minority goals for Hispanics and Asian-Americans.

D. Promotions

25X1 In the period November 1975 to October 1980 (Chart 1), the Black population increased by people in grades GS-06 - 15, representing a change of .5 percent (8 - 8.5%). The Black professional population increased by 22

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people for a 1.0 percent increase (3.3 - 4.3%). The number of Black professionals in grades GS-07 - 09 decreased (see Chart 1), while the numbers in grades GS-10 - 15 increased. During this same period, the average grade of Black professionals rose from GS-09.7 to 10.7, while that of Caucasian professionals remained at GS-12.3.

The record with other minorities and women is not as good. In fact, there has been little change. Between 1976 and 1980 the percentage of women professionals increased in all grades except GS-11, 13, and 14 (Chart 2) where slight decreases occurred. Affirmative Action efforts are impacting on promotions to the extent that we predict an increase in the number of women moving into the GS-12 - SIS ranks in FY 1981. The outlook for Hispanics and Asian-Americans is not as positive, especially for the GS-14 - SIS ranks, because the pool is limited.

E. Senior Officer Development Plan

25X1 The increase of women in the FY 1980 SODP versus the 1979 PDP is marked. In FY 1979 a total of women, GS-13 - 15, were identified on the Executive Development roster; in the FY 1980 SODP, a total of women 25X1 were included in the Senior Officer Development Program in the same grades. Blacks increased from zero to five. Two Hispanics and one Asian-American were included in the FY 1980 SODP, where none were listed in 1979. The reason for the low minority figure is as stated previously; the pool in grades GS-14 through SIS is limited. Progress was shown in FY 1980, and we expect that trend to continue.

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Summary and Conclusions

NFAC's Annual Personnel Report, which is based on year-end statistics provided by OPPPM for FY's 1976 through 1980 and on component analyses, reflects no alarming or surprising elements. NFAC management effectively addressed areas within its control such as senior officer development planning, personal rank assignment reduction, and attainment of promotion goals. Considerable effort and resources were directed to Affirmative Action, and there were positive results; we anticipate more progress in that area.

Total year-end statistics do not necessarily reflect significant trends and events during the year, whether applicable to NFAC as a whole or to certain components. The recruitment and retention of shortage-category professional employees continue to cause staffing problems for OSWR and OIA because salaries and grade structure respectively are not competitive; clerical shortages have been a nagging problem, especially for OCR.

The Agency cannot control cost-of-living allowance increases which invite retirements, a national shortage of engineers, or the imposition of Government-wide hiring freezes. It can, however, ensure equitable grade structures and work to develop salary scales for critical skills categories that will be competitive with the private sector. NFAC will press for changes in this area to help us alleviate one of the most serious impediments to recruitment and retention.

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